

SHARED SUPERINTENDENCY: EXPECTATIONS  
AND PERCEPTIONS OF SHARED SUPERINTENDENTS  
AND SCHOOL BOARD PRESIDENTS

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by  
Alan L. Meyer  
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SHARED SUPERINTENDENCY: EXPECTATIONS  
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An abstract of a Thesis Report by  
Alan Lawrence Meyer  
August 1990  
Drake University  
Advisor: Dr. William Poston

The problem: Are the expectations and perceptions of job performance or job competencies by the superintendent similar or different than the perceptions and expectations of the board presidents of the two or more districts being served by the same superintendent?

Procedures: A survey was developed and distributed to 51 superintendents and 102 school board presidents; one hundred seventeen were returned for a rate of 90% for superintendents and 68% for school board presidents. Data were analyzed with The Single Factor ANOVA-Independent Measures treatment. Those scores found to be significant were analyzed with Tukey's Test to determine area of significance.

Findings: Superintendents tended to rank their job performance at a lower level than did the board presidents in most areas, i.e., trust level, effective instructional leader, communication and community advocate. The only areas of major discrepancy where the superintendent and board presidents disagreed were in the areas of increased work load and proper compensation for a shared position.

Conclusions: Awareness and agreement between board presidents and superintendents about the job requirements and performance of the shared superintendency needs to show improvement.

Recommendations: Further study could focus on demographic differences in the shared superintendency or the effect of sharing administration on other participants, i.e., principal, board secretaries, or professional staff.

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## CHAPTER 1

### Introduction

#### Rationale

The investigation of shared superintendencies was a relatively new area of research. There existed little information in literature on the subject: why it is, what it is, how it functions, its assets or its problems. Because of this paucity of information, this research was conducted. The study examined some of the reasons public school districts of Iowa would enter into agreements sharing the resource of a commonly employed superintendent.

Considerable concern has been shown by school administrators and school board members on the effects shared superintendencies may have on their own school districts, on the communities involved, the level of expectations on the superintendent, the performance level of the persons in the profession, the benefits and losses.

As more school districts in Iowa, the Midwest, and other parts of our nation sought solutions to better fiscal management of resources, options of shared services did emerge as a strategy for survival and

improvement of educational delivery programs.

When implementing a new strategy, it can be helpful to know the successes of such a strategy as well as the pitfalls. The basis of this study was to provide that display of concerns and the outcomes that the shared superintendent and the two board presidents of the two school districts involved have experienced.

The role of the school superintendent was less than 200 years old; however, since its inception, it has undergone dramatic change. It has gone from the role of caretaker or secretary to that of professional management. The esteem of the superintendent has peaked with that of other governmental leaders and waned as they have. The role of the superintendent had not been questioned as much as had its authority and power, and the basis of that authority and power.

The role of the superintendent has become more political as has the role of the board of education. The positions of superintendent and board member have undergone considerable transformation and face tougher questions in regard to function and purpose.

With an increase in the number of school districts in Iowa venturing into the sharing of administrative services, it was necessary to examine and detail the

experiences of such arrangements for those contemplating such a move. Changes brought about by a sharing arrangement and its inherent problems must be identified to enable a quality partnership of board, district, community and superintendent to proceed with educational excellence.

#### Statement of the Problem

The purpose of this study was to determine the similarities and differences in existing perceptions and attitudes about the shared superintendency among superintendents and board members. The statement of the problem was:

Do superintendents and board presidents from 'shared districts' agree in their perceptions of selected responsibilities being performed? Do superintendents and board presidents from 'shared districts' agree on their perceptions of selected reasons for sharing of the superintendent?

The accumulation of data was confined to those 102 districts in Iowa who were currently sharing a superintendent in 1989/90. Lists of school board presidents and shared superintendents were obtained



from the Iowa School Board Association (I.A.S.B.), and the School Administrators of Iowa (S.A.I.). Current board presidents and superintendents were given the opportunity to participate, and a questionnaire was sent to each. Support letters from I.A.S.B. and S.A.I. accompanied the appropriate questionnaire.

The questionnaires (See Appendix F) were sent out in early April 1990 and most returns were in by the 20th of April, 1990. The data was compiled on a statistical program on an I.B.M. format using the ANOVA procedure.

#### Assumptions

It was assumed at the outset of this study that because of the uniqueness of the topic and the lack of research that existed on shared superintendents, a need existed for those involved to communicate the concerns, successes and problems of the strategy. A review of studies on superintendent and school board relations as well as desired competencies of superintendents led into the basis of this research project.

Were the same competencies as identified by school superintendents in single school administrative

districts needed by those in multiple administrative districts? If so, how might they be compounded? Did superintendents feel the same about working relationships with the boards as they did before sharing?

Did joint boards maintain the same expectations of a shared superintendent as they did of a single district administrator? Have boards communicated their perceptions of superintendent performance to the superintendent as well as they should or were there differing opinions between boards and superintendents? Did superintendents compromise their own expectations of job performance when shared or did they exact the same high standards they set for themselves when the superintendent of a single district?

#### Definition of Terms

For the purpose of this study, a few terms were defined as follows:

Administrator: School superintendent.

Shared Superintendent: A superintendent who was in a shared administrative contract with two or more school districts.

Selling board president or selling school board:

The school district or president thereof that originally held the contract of the superintendent being shared with another school district.

Buying board president or buying school district:

The school district or president thereof that agreed with another school district to share expenses and services of the other's superintendent.

Whole grade sharing: The sharing of a whole grade or grades between districts; students were generally sent or received intact from one district to a neighboring district.

## CHAPTER 2

### Review of Literature

#### History of School Board and Superintendents

During the early period of American history, the main components of colonial life were the family, the church and the school. The members of the early settlements were either "related or associated" with others located in the same village or surrounding area (Fletcher, 1980). The family assumed the major responsibility for instruction of its members on the necessary elements of work, learning, how to survive and the religious responsibilities of each individual.

The early established schools were maintained by the family with the basics of reading, writing, and arithmetic as the core with additional emphasis on religious, spiritual and moral beliefs (Fletcher, 1980). As villages and schools grew in size and operations, special "taxes and/or tuitions" became the resources for supporting public and private schools (Fletcher, 1980). The family control over the selection of courses taught and supplies used gave way to committees of trustees or board members. These groups assumed the duties of the daily functions of

these schools.

The early part of the the 19th century saw the growth of many small school districts with the one room rural school as a dominant facility on the landscape. These districts were under the direction of a community board whose major functions consisted of the direct administration of the schools' operations and the policy formulation of the districts. During this period, schools continued to grow in numbers and size requiring more time for their management and operation.

Board members and trustees were being asked or by necessity required to spend more time with the functions of district operations. These people were having to detract from the operations of their personal business commitments, which created a need for assistance in the operation of the schools. At first, this resulted in the position of a school secretary or business manager. This position 'evolved' into the role of the school superintendent. The chief school officer, the superintendent, was in most cases "appointed to the position by the board or in some cases became an elected official" (Fletcher, 1980, 5).

At the onset of the superintendency, boards or trustees exercised control over the schools, and the

superintendent was an operative of the board whose duty was more "clerical rather than chief executive officer" (Hentges, 1985, 3). The evolutionary process that saw the superintendent begin to emerge as the manager of the school and to exert influence and decision making powers on the districts' operations came as a result of the growth of school sizes and numbers.

Through the early periods of the early 20th century, the role of the superintendent transformed into one of professional school administrator with many inherent functions, and the board's role progressed to that of the policy maker. The increase in state legislative requirements and the rising influence and power of State Departments of Education created further refinement of the roles of the local school boards and superintendents. The position and power of the superintendent hit its highest level in the mid-1900s, a time that saw the prestige of the position at its most revered.

The role of the superintendent changed in the turbulent times of the 70s and 80s as it came under community scrutiny and question by the State Legislature of Iowa. In fact, the role lost such prestige in the Iowa Legislature that financial

incentives were created by law to encourage rural school districts to voluntarily reduce the number of superintendents in the state by sharing administrators.

### Role of School Board

As noted previously, the role of the school board has changed dramatically from one of manager to that of policy maker. The function of the board has not changed significantly in recent years; the board still remains as that agency body that "has the ultimate responsibility for the schools within the state laws and bylaws of the state board of education" (Fletcher, 1980). The board delegated its responsibilities to a district manager, the superintendent. A job description usually included the functions of the superintendent as delegated by the board and as defined by state regulations or mandates. The board was answerable to its constituency and the state department on the outcomes the school operation has on the districts' children, the efficiency of the districts' operations, and the appropriate use of resources and the proper performance of the district superintendent.

Mukensable made this statement in his dissertation

on the role and expectations of the school board:

The local school board is a unique American institution developed by the American people because of faith in their ability to govern themselves, rendering expertise subservient to the will of the people (1981, 25).

To add some concern was this summation of what was expected of boards and superintendents by N. Nelson.

He stated:

In today's school systems, school boards and superintendents are increasingly exposed to conflicting situations, irrational demands, emotional reactions, vested interest forces, legal mandates, political pressures, resource scarcities and harsh criticism..." (1980, 1).

A further complication to the boards' functions and responsibilities in the late 20th century was the inclusion of politics. As our society became more fragmented and as more governmental agencies became isolated from the local population, the local school became more accessible and noticeable to the patrons. Due to its physical proximity to the citizens, when things seemed to be amiss the patron knew where to go or whom to seek out. As our population continued to



gray, a larger segment of the citizens no longer had that direct contact with the public schools, i.e. students. However, they did maintain that ever-present indirect contact and control via the ballot box and taxes that support schools. Added to this stew was the growing influence of teachers' unions and collective bargaining. It would seem that the role of the board and superintendent have become more closely dependent on each other.

#### Role of Superintendent

The role of the superintendent has never been more in a state of flux nor more important in rural and urban America than today. Haugland stated in his study:

Education was established in America for two hundred years before the appointment of the first superintendent. Since its early beginning, the position of school superintendent has been in a constant state of transformation and evolution (1987, 1).

Another writer, Dykes, put it even more succinctly in regard to the emergence and effect of the

superintendency:

Since its beginning in 1837, the position of school superintendent has been in a constant state of change and evolution...However, through all the various stages of development, one common element has been present; the local school superintendent has been and is a key figure in the organizational structure of public education. The character of education in any given community is greatly influenced by what he does or fails to do (1965, 36).

Some studies on school effectiveness indicated that the "administrative leadership" was the element that binds the process and was the most influential link in establishing an effective school (Jacobson, 1988b, 38). Culture as defined in the school sense was "the normative glue which holds the organization together" (Papalewis, 1988, 5). That glue that established the positive culture was the superintendent and the administrative team, that element that motivated the membership to excel within the school.

Jacobson stated in his research on the rural superintendent:

Much of the academic rigor that characterizes the

effective district is directly attributable to the goals established by the district's superintendent (1988a, 18). The quality of administrative leadership may be one of the most important determinants in the program quality of small rural school districts (1988a, 21).

The role of the rural superintendent was one that required diplomatic finesse and a careful understanding of the constituent's desires and needs. Skill in public relations was a prerequisite to the implementations of innovative programs that enabled a district to prepare for the future. One had to be able to judge the readiness of the patrons and board, one could not allow the visionary part to far exceed the pace of the general citizenry to adapt and understand. It was asserted by Hentges that the politics of school leadership and its importance was measured by its ability to remain in contact with the districts' patrons:

It has been said that a leader is one who is only a few steps ahead of the parade. If you get too far out in front, you lose the parade behind you and you march alone (1985, 21).

### Superintendent and Board Relations

Since the inception of the public school, tax dollars were the primary resource for its operation. Because of this and their easily identifiable part of the community, the public school was one of the most criticized and controversial obligations of local government. The tough decisions that were formulated by boards of education and district superintendents had a way of disrupting the tranquility of community leaders and groups. It was at this time in our society that the boards and superintendents were being required to assume obligations affecting the youth that the home and community support groups were unable to or refused to assume.

To enable the proper function of the duties, a quality working relationship was a must between board and superintendent. Hentges stated in his study:

Effective public education is dependent to an important extent upon a good working relationship--a partnership--between school board and its chief executive officer (1985, 3).

Another critical element to establishing the necessary working relationship of board and superintendent identified in the literature was a

clearly defined "role and relationship" of each party (Carr, 1987, 12). This was achieved in the district's policy manual, which listed the role functions of the board and included a job description that listed the specific duties of the superintendent.

A result of defining the role of board and superintendent was the development of trust. The working relationship required the element of trust, for the board to trust the superintendent, and the superintendent to trust the board. "Loyalty is an important component" of a quality relationship between the board and superintendent (Twiford & Harrison, 1986, 2).

One of the most repetitive defined elements for establishing and maintaining a working bond between board and superintendent was communication. Twiford and Harrison identified the importance of communication and its two-way progression:

Communication is a very key component of establishing and maintaining a good board/superintendent relationship. This process of communication must be a two-way process. Board members should not expect the superintendent to assume all of the responsibility in this field,

nor should the superintendent expect the board members to assume that responsibility (1986, 5).

The common concept on communication that should be emphasized was that each party communicated what they meant and meant what they said and always did so in clear, easily understood terms.

Johnson's article on improving board-superintendent relations stated the importance of communication:

Board and superintendent often work poorly together because of failures in communication. Good communication alone will not ensure good schools, and communication is not the only element in good board-superintendent relationships, but it is a crucial element (1980, 2).

### Superintendent Competencies

The competencies of superintendents needed to exist in either rural or urban settings appeared to be more similar than different. The conclusions by Schmitz in a study of competencies of superintendents in Iowa were:

1. Differences of board presidents perceptions of

superintendents did not vary between school sizes.

2. School district size should not be considered a major factor in the selection of preparation of school superintendents (Schmitz, 1982, 16).

It was assumed from Schmitz's study that the bulk of competencies identified could be attributable to the role of the superintendent, even those in small rural schools in Iowa and other rural states.

"Superintending is communicating" was a competency selected in the literature that was vital for superintendency longevity and effectiveness (Lupini, 1983, 8). Considering the current political nature of the public school, the superintendent found the role of "mediator" a necessity in analyzing the interests of boards and community power groups (Lupini, 1983, 9).

The school's chief executive officer was expected to be the district's educational leader, to be politically knowledgeable, to be current and involved in legislative activities, and to be well informed of federal requirements and state laws. The superintendent's function included the direction and coordination of the district's "personnel, its finances, curriculum, pupil services, buildings and grounds, transportation, and public relations"

(Kauffman, 1981, 4). In dealing with the broad aspects of district administration, the superintendent was able to delegate to the appropriate staff those duties necessary for the proper function of the organization.

The success or failure of the district's function was, as delegated by the board, the responsibility of the superintendent. That success or failure was a reflection of the superintendent's ability to accomplish the goals or objectives of the district. It was of utmost importance that the superintendent find and train competent staff, and if inheriting staff, must communicate the expectations of performance to the staff on hand. The superintendent needed to realize that exercising only limited authority while assuming total responsibility was the element that separated the successful superintendent from the novice.

A study on rural superintendents by Kennedy and Barker looked at competencies as identified by school board presidents. These competencies were seen as the major strengths needed to be a successful superintendent:

Board presidents felt the major strengths of their superintendents were interpersonal relation/communications, financial/organizational



management, and good moral character/personality. The ability to communicate well with staff, teachers, students, parents and other community members as well as to be able to work well with them...Not too far behind was fiscal and organizational talents, ability to deal with school budgets, secure funds, and coordinate educational functions. Honesty and integrity, a good moral character and a good personality were popular items (1986).

Another study examining superintendent competencies was done in South Dakota by Haugland. In this study, responses were elicited from public school superintendents and board presidents. They were asked to rank nine competencies. The results of the board's survey were:

1. Personnel management
2. School finance
3. Curriculum
4. Accomplish goals set by board
5. Superintendent/board relations
6. Public relations
7. Policy formulation
8. School construction

9. Collective negotiations (1987, 4).

The results of the superintendents' survey were:

1. Superintendent/board relations
2. Personnel management
3. Public relations
4. School finance
5. Accomplish goals set by board
6. Curriculum development
7. Policy formulation
8. School construction and collective negotiations (1987, 4).

It appeared that for the superintendent to succeed, an array of skills were required, communications and diplomacy being high on the list.

#### Advent of Sharing

Sharing among governmental entities was not a totally new concept nor was the sharing of our resources. Americans have been sharing resources via taxation for years to build roads, harbors, airports, support agriculture, develop rural electrification, maintain national defense and build and maintain the

public educational system. This has been taken further in the sharing of resources between school districts in many states in the Union. There were numerous reasons for sharing among small rural and urban school districts, many of which were compounded by declining enrollments, escalating costs, unstable economic conditions and increasing state legislative demands.

John Uxer advised that due to "the cry for better educated students we discover innovative solutions to the provision of quality education at affordable costs" (1985, 1). Another writer, R. Nolan imparted the same sage advice in 1979 when he stated the following:

Because of the current press of declining enrollments, escalating costs and inflation, new approaches are needed to deliver high quality school programs. One approach is sharing and "pairing" services between schools (1979, 1).

It was interesting to note that many of these problems were not solely the property of small or rural school districts. J. Hentges highlights the difficulties facing urban areas in 1985 as he lamented:

The crises facing urban schools as a result of changing racial and economic mix, rising costs, declining enrollments, redistribution of economic

activity and a preoccupation with citizen participation has zapped the leadership and financial capabilities of our city schools (1985, 5).

Schools were approaching an era that in order to survive and deliver the quality education demanded, cooperation between districts has become the norm as they share services. Most sharing between districts in the late 60s, 70s and early 80s has been through cooperatives in purchasing of equipment and supplies, sharing of vocational schools and delivery of special educational needs. Sharing staff and programs have become popular as a way to overcome the teacher shortage in specialized areas, science and math. Recently in Iowa, a more common form of sharing has been whole grade sharing and sharing of the superintendent.

Some of the tenets that have been identified for successful sharing in the early forms of sharing were listed by R. Nolan. He concluded that for a successful sharing experience six items needed to be considered:

1. Boards of Education, administrators, faculty, students and the public must be committed to making the concept work, committed in the use of

time, effort and resources.

2. Communications must be continuous and not taken for granted between all groups of educators and public involved.

3. Leadership must emerge from each district at every level of the cooperative effort.

4. Planning must precede any form of action in cooperation.

5. An environment for sharing must exist or be created.

6. Resources must be provided to support the planning and start up phase of cooperation (1979, 7).

#### Iowa's Experience

Iowa experienced an agricultural recession in the late 70s and the 80s that had significant repercussions on the stability of its elementary and secondary educational systems.

With the advent of hard times, Iowa saw a large exodus of its citizens. Coupled with a lower birth rate, fewer students were available for Iowa's schools. In the peak year of 1969-1970, there were 659,880

students enrolled in public K-12 programs according to the Iowa State Department of Education. In 1987, Iowa's public K-12 enrollment was 478,859, which showed a loss of over 180,000 students. Rural areas were impacted significantly by the change in student numbers.

As a result of these changes in student numbers, the resulting higher cost for delivering educational services and legislative financial incentives to share, many school districts in Iowa share services, in particular, the superintendent.

In 1986-87, 22 school districts shared chief administrators. In 1987-88, the number rose to 67 districts. By 1988-89, the figure had risen to 88. As of the 1989-1990 academic year, the number of shared superintendents was 51, involving 102 school districts. Since the financial incentives for sharing administrators has been severely reduced, this trend may be near its zenith.

School systems ordinarily participated in sharing programs due to requirements by state laws or state board rules or because of economic impact on cost effectiveness, desired quality, availability or because sharing was the only way to provide a service.

In the Iowa experience, another reason for sharing the superintendent was "the desire on the part of two school boards to investigate possible whole-grade sharing in the future' or even to move towards consolidation (Decker & Talbot, 1989, 5).

In a study completed in the spring of 1989 by Decker and Talbot on the shared superintendent, many items were identified as being desirable if the shared superintendency was to be successful. One area that seemed necessary for success was district compatibility and the perceptions the patrons of each community have in regard to the other. If this was not the case, the shared superintendent could find him/herself in the position of mediator between the districts.

Three other items were also singled out for consideration for success. Decker and Talbot reported that superintendents felt three basic items were needed:

1. Both boards should clarify their expectations of the shared superintendent. Is sharing or consolidation in the future?
2. The shared superintendent should not be viewed solely as a means of saving money, but as a means of greater efficiency and improved educational

opportunity.

3. Superintendents credibility. To hold any chance of success, a superintendent should be viewed as a secure and respected person in one district before being shared with another (1989, 9, 10).

It could be noted here that many rural schools in Iowa showed many of the correlates of effective schools research. They tended to have small classes, individual student attention, had low drop-out rates, enjoyed a safe and orderly environment, promoted the development of student leadership qualities, received strong faculty identity and commitment, had considerable parental interest and tended to be the center of the community. The question was, "Will the change in the status-quo of one superintendent for one district weaken the advantages that small rural districts seem to enjoy?"

Dewey and Andrews conducted research on what changes occurred when there were environmental changes within the community of the school district. The study concluded that change within a community would affect the attitudes between the superintendent and the school board in relation to the decision making process.



Would this occur for the shared superintendent in the relationship with the original board of employment, and would a working relationship be present with the board buying part of the superintendent's contract?

J. Carr did a study of rural Maine districts that had shared administrators. His study attempted to determine whether single district and shared district administrators had more similarities or more differences. The element studied was time use. The conclusion was that more similarities existed, which might draw one to surmise that job expectations and social or political requirements were more of a determinant on job performance than were the inconveniences that were incurred. This brought about the question of whether job performance or expectations were lowered in a shared position.

A major advantage that a district was able to enjoy in a shared superintendency in Iowa was the monetary advantage realized in sharing the cost of a superintendent. Costs were not necessarily cut in half, but were greatly reduced. In line with this, when two districts were sharing the cost, they could pool resources to entice well qualified candidates to the position.

Another benefit that communities realized was the spirit of cooperation that developed between communities. To make this work, it required that communities pull together. Through such efforts further sharing could be realized and even the possibility of consolidation. The shared superintendent could be seen as an intermediate step for achieving other goals for both districts.

It could be that such an arrangement of the shared superintendent would expedite further involvement for districts that would otherwise wait for mandates to swallow the school districts rather than be proactive to the mandates. A shared administrator also helped culminate other sharing activities already underway.

A motivation for the superintendent to enter into a shared administrative position was the sizable salary increase that was generally realized in this type of position. The challenge of the job and its greater requirements were attractive to task-oriented individuals who enjoyed a high intensity job.

A summation of what it took to make the shared superintendency work was that the role and its functions should be clearly understood by board and superintendent, that delegation of duties was required,

that effective communication was a requisite, and careful planning and advance preparation helped smooth the transition.

Some drawbacks existed that may prevent a school district from being able to successfully enter a sharing agreement. A paper by Thomas cited three instances that precluded success in the type of arrangements that were being discussed. They were:

1. Most of our public institutions, once established, tend to spend a great deal of time and money to maintain themselves.
2. Public institutions, in their concern to maintain themselves, tend to forget their original purpose for which they were established.
3. Leadership in public institutions has a tendency to forget that the institutions were set up to benefit clients and not the personal goals of their leaders (Thomas, 1979, 1).

Other roadblocks were the communities' conception of the role of the school superintendent as a community advocate and not just the school's representative. Fear of the superintendent being less visible, of living somewhere else, of not being able to treat each community fairly, or worse yet, giving preferential

treatment to the home district, inaccessibility of the superintendent and the lack of time to participate in community functions have been expressed. Where did the superintendent live, which community? By serving two masters, could the superintendent be an effective education leader?

Frustrations were also inherent for the shared superintendent. Superintendents sensed a loss of personal control of the day to day occurrences at school. It proved more difficult to achieve the high standards they had set for themselves. They experienced a paper overload, an overwhelming sensation of work or an avalanche of expectations by others to perform superhuman feats.

In an article dealing with joint administrations, W. Phillips listed some of the difficulties one expected to encounter:

1. Dealing with two separate boards and their individual identities.
2. Double the number of board meeting preparations and meetings.
3. Assimilation of the important numbers and formulas for the budgetary process, who does what? where? when? how?

4. Traveling between districts with loss of time on the road.
5. Problem of not being able to be in both places at all times to handle routine and emergency business for each district.
6. Attendance at extracurricular activities (Phillips, 1984, 2).

A final problem perceived by some was being less involved in the actual educational process, of being separated from the educational processes. The shared superintendent had to continually take reference checks on where they were and what policies were in vogue.

## CHAPTER 3

### Design of the Study

#### Statement of the Problem

The purpose of this study was to determine the similarities and differences that existed in perceptions about the shared superintendency. Those involved in the study were shared superintendents in Iowa, the board presidents of the districts sharing the superintendent, with each identified as part of the district that originally held the superintendent's contract or of the district that bought a part or share of the superintendent's contract.

#### Hypothesis

H<sub>01</sub>: There are no differences in the perceptions of the shared superintendent, the board presidents of the school districts that had the original contract, and the board presidents of the school districts buying a portion of the shared superintendent's services of selected responsibilities being performed.

H<sub>02</sub>: There are no differences in the perceptions of the shared superintendents and the board

presidents of the sharing districts on the major reasons for sharing the superintendent.

A survey instrument was developed that would test some of the attitudes expressed in previous literature in regard to superintendents' competencies, the reasons and whys of sharing, the expressed problems in administration and the requirements that were necessary for a successful sharing relationship.

There were twenty-nine (29) questions in the survey that could be clustered to measure a specific attitude or perception. The Likert scale was used with the categorical responses of strongly agree, agree, neutral, disagree and strongly disagree. The questions elicited a response from the respondents about the following items:

1. The reason for sharing, financial or state standards.
2. Would sharing lead to reorganization or whole grade sharing.
3. Whether the superintendent's role is less effective as instructional leader or community advocate.
4. If the workload increased significantly in a shared situation.

5. The working relationship between the superintendent and both boards, the trust factor.
6. Whether the role of the shared superintendent as communicator has changed into the role of 'mediator'.
7. Are similar board policies and similar master contracts necessary for successful sharing?
8. Does community support enhance the success of a shared superintendent? Are previous sharing arrangements precursors of success?
9. The performance of the superintendent is effective, and communication between board and superintendent is not sacrificed.
10. A major reason for a superintendent to take a shared position is the financial reward; a deterrent would be the increased workload, the challenge and difficulty of the job.
11. The working relationship does not suffer when disagreements occur.

The survey was mailed to the 102 school districts in Iowa that share superintendents and to the 51 school superintendents who are shared between the districts listed. Lists of the school districts, board presidents and superintendents were provided by the Iowa



Association of School Boards (I.A.S.B.). A letter of support was obtained from the I.A.S.B. and the School Administrators of Iowa Association. (See Appendix C.)

Of the 51 superintendents solicited, 47 responded; of the 51 board presidents of the district that originally held the superintendent's contract, 39 replied, and 31 board presidents from the buying districts sent in completed surveys. Out of 153 surveys sent out, 117 were returned for a response rate of 76.5%. The group rates for each category were 92.2% for superintendents, 76.5% for Selling Board Presidents and 60.8% for Buying Board Presidents.

The procedure used for analyzing the accumulated data was the Single Factor ANOVA-Independent Measure. Three columns were established labeled Superintendent, Selling Board and Buying Board . All responses in each category were used for each statement.

A computer program from Statistics for the Behavioral Sciences by Frederick J. Gravetter and Sanjeev Phukan was used to run the computations. The single factor, independent-measures ANOVA was used to compute the F-ratio for a single factor analysis of variance using the data from the survey.

A problem that may flaw parts of this study is the

use of ANOVA with an unequal population size. The problem may result in a strong relationship between a Type I error and the pairing of unequal sample sizes.

F-scores were run on the twenty-nine statements with three categories and the number of responses for each. Degrees of freedom between treatments was 2 and within treatments was 114 for a total of 116 degrees of freedom.

The alpha used was at the .05 level which was plotted between 2 and within 114, the value used to determine further methods of measure was 3.91 (see Appendix A).

A test of homogeneity was run on each item to check if the distribution was normal in its usage, i.e. equal interval data. The formula used was:

$$F \text{ max} = \frac{\text{larger } S^2}{\text{smaller } S^2}$$

The result was then compared to an extrapolated Critical F max value of 1.85 at <.05. Appendix B shows the largest value of standard variance, the smaller value of standard variance and the F max value. All statements were found not to be in violation of the critical F max score except items 8 and 19.

The usage of ANOVA does assume that the data used

will be equalvariable data. Glass and Hopkins state that "the actual or exact measurement of a continuous variable is something that can never be obtained." (1989, 9) In the data obtained by the questionnaire, all items except number eight and nineteen passed the test for homogeniety and therefore, it can be assumed they were equalvariable data.

The Central Limit Theorem may help validate items eight and nineteen if the sample had been larger given the explanation of Glass and Hopkins. (1989, 184-5)

The statement and results for number eight and nineteen may need to be scrutinized for possible bias in the form and manner in which they were stated.

If the F-score was above 3.91 level an additional test called Tukey's Honestly Significant Difference was used. This is computed in the following manner:

$$\text{Tukey's HSD} = Q \sqrt{\frac{\text{m.s. within}}{n}}$$

HSD = Honestly Significant Difference; Q = value determined by number of treatments and the degrees of freedom within.

Once the HSD was determined for each response item

with an F-score above the .05 level of 3.91, the difference between mean scores of the superintendents, selling board members and buying board members was calculated. Those mean differences that were more than the HSD figure were determined to be significant at the .05 level of 2.82 and those that were less than the HSD figure of 2.82 were considered to not be significant (See Appendix C).

## CHAPTER 4

## Analysis of the Data

There were two possible findings for each question or treatment. The findings were found (1) "not to be significant" which meant agreement with the hypothesis, or (2) "to be significant" in difference which indicated disagreement with the hypothesis, Table One listed the item number, a brief description of the item and whether it was in agreement with the hypothesis.

A brief restatement of the hypothesis was: There are no differences of perceptions between shared superintendents and school district board presidents concerning various items related to a shared superintendency.

Table 1

Items that were or were not in agreement with the hypothesis

<u>Item number</u>	<u>Item description</u>	<u>Agreement with hypothesis</u>
1	financial incentives	yes
2	state standards	yes
3	whole grade sharing	yes
4	consolidation	yes
5	community advocate	no
6	instructional leader	no
7	time usage	no
8	board relationship	no
9	mediator role	no
10	expectations of superintendent	yes
11	trust factor	no
12	communication and understanding	no
13	strain of relationships	no
14	district favoritism	no
15	board policies	yes
16	master contracts	yes
17	community support	yes

(table continues)

<u>Item number</u>	<u>Item description</u>	<u>Agreement with hypothesis</u>
18	performance evaluation	no
19	work load increase	no
20	adequacy of compensation	no
21	interaction effectiveness	no
22	up-to-date information	yes
23	controversial positions	no
24	importance of superintendent	yes
25	community compatibility	yes
26	successful sharing concepts	yes
27	working relationship status	yes
28	financial reward, salary	yes
29	difficulty of the job	yes

Table Two shows the question number in column 1, the F-score with degrees of freedom of between treatments of 2 and within treatments of 114 on the ANOVA test in column 2, the level of significance of the F-score being less than .05 which is 3.91, was interpreted as not significant, as greater than .05 as being significant in column 3. Column 4 contained the identity of disagreement where it was indicated using Tukey's Test of the differences between the mean of each group: superintendents, selling board presidents and buying board presidents.

It should be noted in examining Table Two that there were instances where disagreement was between the superintendent and both boards (fourteen times), Items that showed disagreement between the selling board and the superintendent or the buying board and the superintendent only were non-existent. There were significant levels of difference between the two board groups and the superintendents in items 12 and 19. There were ten items that showed differences of perceptions between the superintendents with both board president groups or disagreement with the hypothesis. Two items were found to show agreement between the superintendent and the selling board president, but



disagreement between the two board presidents and the superintendent and the board and the board president of the buying board.

Table 2

Significance or non-significance of each question  
and location of disagreement between school board  
presidents and superintendents

Column 1 Question number	Column 2 F-score (2,90)	Column 3 .05 level	Column 4 Identity of significant differences
1	1.3085	<.05 ns	none
2	0.2327	<.05 ns	none
3	1.5322	<.05 ns	none
4	0.2037	<.05 ns	none
5	13.3728	>.05 **	SB/Supt/BB
6	27.3655	>.05 **	SB/Supt/BB
7	19.3221	>.05 **	SB/Supt/BB
8	18.6153	>.05 **	SB/Supt/BB
9	5.5264	>.05 *	SB/Supt/BB
10	1.6243	<.05 ns	none
11	5.7395	>.05 **	Supt/BB/SB
12	6.9114	>.05 **	Supt/BB/SB/Supt
13	14.2979	>.05 **	SB/Supt/BB
14	6.3499	>.05 *	SB/Supt/BB
15	1.4645	<.05 ns	none

(table continues)

16	3.8664	<.05 ns	none
17	2.0693	<.05 ns	none
18	4.8779	>.05 **	Supt <del>BB</del> SB
19	9.0863	>.05 **	SB <del>Supt</del> BB <del>SB</del>
20	16.0066	>.05 **	SB <del>Supt</del> BB
21	6.1029	>.05 *	SB <del>Supt</del> BB
22	2.5144	<.05 ns	none
23	5.0527	>.05 **	SB <del>Supt</del> BB
24	2.2765	<.05 ns	none
25	3.0571	<.05 ns	none
26	0.5999	<.05 ns	none
27	0.8516	<.05 ns	none
28	1.3008	<.05 ns	none
29	0.4774	<.05 ns	none

ns not significant <.05 (3.91)

~~≠~~ significant difference between

SB selling board, board of original contract

BB buying board, purchases part of superintendent's contract

Below is a list of the questions with the observation of the data given and a statement of conclusion as shown by its score analysis.

1. A highly important reason for entering into the shared superintendency was the financial incentive provided by the state.

$F(2,114)$  1.3085 at .05 not significant.  
Hypothesis was supported, which indicated agreement among groups about the statement.

2. A highly important reason for entering into the shared superintendency was the new state standard that prohibits superintendent-principal combinations.

$F(2,114)$  0.2327 at .05 not significant  
Hypothesis was supported, which indicated agreement among groups about the statement.

3. It is unlikely that the shared superintendency will lead to whole grade sharing with the other district(s).

$F(2,114)$  1.5322 at .05 not significant  
Hypothesis was supported, which indicated agreement among groups about the statement.

4. It's highly probable that the shared superintendency will lead to consolidation or reorganization with the other district(s).

$F(2,114)$  0.2037 at .05 not significant  
Hypothesis was supported, which indicated agreement among groups about the statement.

5. Sharing a superintendent reduces the effectiveness of the superintendent as a community advocate or spokesperson for more than one community.

$F(2,114)$  13.3728 at .05 significant  
In a comparison of superintendents' responses and the board presidents' responses, there was a significant difference on Tukey's Test between the superintendents and both board presidents, but no significant difference between board presidents.

Superintendents agreed to the statement on the Likert scale whereas board presidents were neutral on the statement. Superintendents apparently felt their effectiveness as community advocates was reduced; board presidents were not in agreement with the statement.

6. The superintendent's role and responsibility

as instructional leader (improving teaching) has improved as a result of the shared superintendency.

F(2,114)          27.3655 at          .05 significant

In a comparison of superintendents' responses and the board presidents' responses, there was a significant difference on Tukey's Test between the superintendents and both board presidents.

Superintendents disagreed with the statement whereas board presidents were neutral on the statement. Superintendents did not see themselves as improving in the competency as instruction leader; however, board presidents apparently didn't see a deterioration of instructional leadership.

7. The shared superintendent spends more time with duplicate paperwork, meetings, community activities and traveling and less time on educational matters.

F(2,114)          19.3221 at          .05 significant

In a comparison of superintendents' responses and board presidents' responses, there was a significant difference on Tukey's Test between the superintendents and both board presidents, but no significant difference was noted between board presidents.

Superintendents agreed to strongly agreed with the statement on the Likert scale whereas both board presidents were less strong with the statement.

Superintendents perceived that they spent more time in noninstructional activities whereas board presidents either perceived that superintendents didn't spend any more time with meetings and duplicate paperwork than they did with instructional matters, or they spent as much time with one as they did the other. A balance, so to speak, existed.

8. The shared superintendency does not maintain as close a relationship as before sharing with the original school district board of employment.

$F(2,114)$  18.6153 at .05 significant

In a comparison of superintendents' responses and board presidents' responses, there was a significant difference on Tukey's Test between superintendents and both board presidents, but no significant difference between board presidents.

Superintendents agreed that the relationship was not as close with the original board as it was before sharing, perhaps showing some estrangement. However, both board presidents were neutral to disagreeing with

the statement with more disagreement on the part of the board of original employment than the buying board. The superintendents' perceptions were unfounded in this case.

9. The shared superintendent serves as a "mediator" of the two or more districts considering whole grade sharing talks or agreements.

$F(2,114)$       5.5264 at      .05 significant

In a comparison of superintendents' responses and the board presidents' responses, there was a significant difference on Tukey's Test between the superintendent and the board president of the board of original employment, and a significant difference existed between the superintendent and the board president of the buying board but not between the two board presidents.

The superintendent viewed the superintendent more as a mediator than did both board presidents. The superintendents showed agreement with the statement, the board of original contract was neutral and the buying board was neutral to agreement.

10. Board and community expectations of a shared superintendent are less than those of a superintendent



of a non-sharing district.

$F(2,114)$  1.6243 at .05 not significant  
Hypothesis was supported, which indicated agreement  
among groups about the statement.

11. Trust between the superintendent and board is  
stronger now after sharing than it was before sharing.

$F(2,114)$  5.7395 at .05 significant  
In a comparison of superintendents' responses and the  
board presidents' responses, there was a significant  
difference on Tukey's Test between the superintendent  
and both board presidents.

Superintendents showed differences with the  
statement, whereas the buying board presidents were  
neutral. The selling board presidents were neutral  
with a tendency towards disagreement. This indicates  
that superintendents felt less trusted by the boards  
than did the board presidents, and that the trust  
factor of both boards was higher than perceived by  
superintendents.

12. Understanding and communication between board  
and superintendent has improved since sharing went into  
effect.

F(2,114) 6.9114 at .05 significant

In a comparison of superintendents' responses and the board presidents' responses, there was a significant difference on Tukey's Test between the superintendent and the buying board president, and a significant difference exists between the board presidents and between the superintendent and the selling board president. Superintendents were split between neutral and disagreement on this statement showing that his competency was not at the level they would have liked it to be. The buying board was neutral with slight movement towards agreement. This may have indicated satisfaction with communication as it was, but little improvement was seen. The selling boards were close to neutral with a slight leaning towards disagreement, apparently enough to be significantly different from the other board. It appeared that superintendents underestimated their job performance in regard to the board's perceptions.

13. Working relationships between the superintendent and the board are more strained with a shared superintendent arrangement.

F(2,114) 14.2979 at .05 significant

In a comparison of superintendents' responses and the board presidents' responses, there was a significant difference on Tukey's Test between the superintendents and both board presidents, but no significant difference between the board presidents.

The superintendents showed a high rate of agreement with the statement with the selling board presidents at neutral on the statement and the buying board disagreeing with the statement. Superintendents showed a much stronger feeling of stress in the situation of sharing. This feeling was apparently not being communicated to the board presidents, specifically with the buying board president. If the relations were more strained than normal, the superintendents had done a good job of hiding the problem and not openly confronting it or communicating it.

14. Our board feels that the shared superintendent favors one district more over the other(s).

F(2,114)          6.3499 at          .05 significant

In a comparison of superintendents' responses and the board presidents' responses, there was a significant

difference of perception on Tukey's Test between the superintendent and the selling board president, and a significant difference of perception between the superintendent and the buying board president, but not between the board presidents.

Both board president groups showed more disagreement with the statement than did the superintendents who were closer to neutral with little disagreement. In fact, the selling board was located right on disagreement. This showed a strong indication on the part of both boards, especially the board of original contract, that considerable trust in the superintendents' fairness existed, but the superintendents were skeptical or unaware of the boards' amount of trust.

15. There is a need for board policies to be similar among districts if a shared superintendent is to be successful.

$F(2,114)$       1.4645 at      .05 not significant  
Hypothesis was supported, which indicated agreement among groups about the statement.

16. Sharp differences between the districts'

master contracts with employees can lead to difficulty for the shared superintendent.

F(2,114)            3.8664 at            .05 not significant

In a comparison of superintendents' responses and the board presidents' responses, there was not a significant difference of agreement on Tukey's Test between the superintendent and the board presidents. This was not seen as a problem by either group.

17. There was strong support initially from each community to enter into a shared superintendency agreement.

F(2,114)            2.0693 at            .05 not significant

Hypothesis was supported, which indicated agreement among groups with the statement.

18. The performance evaluation of our shared superintendent has improved since entering into the shared superintendency.

F(2,114)            4.8779 at            .05 significant

In a comparison of superintendents' responses and the board presidents' responses, there was a significant difference of disagreement on Tukey's Test between superintendents and the board presidents.

The superintendents were between neutral and disagreement, whereas the buying board was neutral with tendency to agreement. Superintendents felt their performance was either not improving or not up to the level they desired. The buying board president indicated satisfaction with some improvement seen; apparently the message of the buying board president was not getting to the superintendents. The selling board president was neutral which indicated satisfaction with performance.

19. The work load of the superintendent increased significantly after becoming a shared superintendent.

$F(2,114)$             9.0863 at    .05 significant

In a comparison of superintendents' responses and the board presidents' responses, there was a significant difference of agreement on Tukey's Test between superintendents and both board presidents, and a significant difference of agreement between board presidents.

The superintendents showed strong agreement with the statement; the board presidents showed agreement on the Likert scale. The degree of agreement varied showing that the superintendents were doing the work

but were not indicating or communicating with their boards the degree to which their work load had increased. Board presidents were hesitant to agree as strongly to this statement as did superintendents due to a lack of knowledge about the job, or because such agreement could cost them in the area of higher salaries for the shared superintendent.

20. Compensation for the shared superintendent does not make up for the additional duties required with two or more districts.

$F(2,114)$  16.0066 at .05 significant

In a comparison of superintendents' responses and the board presidents' responses, there was a significant difference on Tukey's Test between superintendents and both board presidents, but no significant difference between board presidents.

Superintendents agreed with the statement with a tendency to strongly agree on the Likert scale. However, the selling board was neutral with slight tendency to agree; the buying board was less than neutral with a slight tendency to disagree with the statement. This difference in perceptions was due to the differences in perceptions on workload or the

stress of the job. Superintendents tended to perceive more problems or difficulties about their role than was perceived by the board presidents.

21. Interactions and communication between board members and the shared superintendent occur often enough for efficiency and effectiveness.

$F(2,114)$  6.1029 at .05 significant

In a comparison of superintendents' responses and the board presidents' responses, there was a significant difference of agreement on Tukey's Test between the superintendent and the selling board president, and a significant difference of agreement existed between the superintendent and the buying board president but not between the board presidents.

Superintendents have sold themselves short on this statement when compared with board presidents. Superintendents tended to disagree on the Likert scale whereas both boards were more likely to agree. Moreover, the selling board presidents showed more significant agreement with the statement than did the buying board. Superintendents were doing a better job than they perceived in communicating with the boards they served.



22. Up-to-date information about the instructional program is regularly made available by the shared superintendent.

F(2,114) 2.5144 at .05 not significant  
Hypothesis was supported, which indicated agreement about the statement among groups.

23. When asked to take a position that is controversial among the board(s), the shared superintendent is able to do so without distrust and animosity.

F(2,114) 5.0527 at .05 significant  
In a comparison of superintendents' responses and the board presidents' responses, there was a significant difference of agreement on Tukey's Test between the superintendents and both board presidents, but no significant difference of agreement existed between board presidents.

Superintendents were neutrally inclined on this statement with both board president groups closer to agreement than neutral, more so with the selling board presidents. This indicated that superintendents may be unsure how their board reacts to the superintendent's

position on controversial issues, but did seem to support the boards' implied "trust" of the shared superintendents' ability and performance.

24. The key figure in the organizational structure of a school system is the superintendent, even more so in a shared administrative arrangement.

$F(2,114)$  2.2765 at .05 not significant  
Hypothesis was supported, which indicated agreement about the statement among groups.

25. Compatibility and strong similarities among communities are not necessary if a shared superintendent is to be successful.

$F(2,114)$  3.0571 at .05 not significant  
Hypothesis was supported, which indicated a like neutrality to some disagreement with the statement for all three groups.

26. Sharing of the superintendency is less likely to be successful if preceded by other sharing agreements.

$F(2,114)$  0.5999 at .05 not significant  
Hypothesis was supported, which indicated like

disagreement with the statement among groups.

27. The current working relationship between the superintendent and the board(s) is excellent and no problems exist.

F(2,114)          0.8516 at          .05 not significant  
Hypothesis was supported, which indicated like agreement among groups with the statement.

28. A highly important reason for a superintendent to enter into a shared position is the financial reward.

F(2,114)          1.3008 at          .05 not significant  
Hypothesis was supported, which indicated a slight agreement with the statement among groups.

29. A major deterrent to superintendents for assuming the role of a shared administrator is the challenge and difficulty of the job.

F(2,114)          0.4774 at          .05 not significant  
Hypothesis was supported, which indicated a slight agreement with the statement among groups.

While some areas showed degrees of significant

differences of agreement or disagreement than others, none showed problems that would indicate poor performance on the part of the shared superintendents; rather, a difference of their own perceived level of performance existed that was less than that of the majority of board presidents.

In the majority of questions, there was not enough of a difference in F scores to indicate an appreciable amount of significant difference of agreement or disagreement, which led one to speculate that like perceptions of the statements were relatively strong between superintendents and board presidents.

## CHAPTER 5

Summary, Conclusions, Discussion, and Recommendations

The comparison of shared superintendents' responses and the board presidents' responses of both employing districts showed considerable agreement to perceptions of the statements and partial agreement to perceptions of others. In all but two cases, both board members had similar perceptions on each statement. However, ten statements showed that significant differences of perceptions existed between the superintendent and both board presidents' groups. There were no statements that showed significant differences of perceptions between shared superintendents and the selling board or the board of original contract. This was also the case between superintendents and the buying board presidents, no statements indicated significant differences of perceptions existed.

Some of the differences between the shared superintendent and the board presidents related to how each may view the competency being addressed in the statements and one's level of expectations. Superintendents in general saw themselves as being less

effective as community advocate, as instructional leader, as educational leader, as communicators with board and community, as being trusted by the boards, as being perceived as fair to both districts, as being able to maintain working relationships as previously established, and as being able to take a strong stance on controversial issues.

Board members tended to agree with each other in these areas in such a manner as to say that, "no," the superintendent in a shared arrangement is effective as a community advocate, as an instructional leader, etc. It seemed as if the superintendents were selling themselves short in the competencies cited in literature, but were being bolstered by the board presidents' responses. There appeared to be a lack of communication between the board presidents of how they perceived the superintendent's job performance. Or possibly, the superintendents had much higher expectations than did the board presidents for the position. It could be that due to the nature of the shared superintendency, the person in that position was more acutely aware of differences that existed because of added perceived expectations and conflicting district goals.

Two major areas of differences of agreement between board presidents and superintendents were the increase of work load due to sharing and the fair amount of compensation due to the increased work load. Superintendents were at odds with board members on these items. Superintendents had strong agreement that the work load had increased enough to warrant more compensation for the job at hand than what they were currently receiving. Board members agreed that the work load had increased but not to the same degree that the superintendent did.

There was a larger difference in mean between the two boards on the question of compensation than on any others. A possible reason for this could be that the buying board was not aware of what the superintendent did for the original district of contract prior to the shared superintendency.

Before these differences on compensation can be resolved, the discrepancies on whether the workload has increased or not needs to be addressed and a consensus between boards and superintendent reached.

The conclusion of this study was that if the results are valid, a better means of communicating these perceptions would benefit both board presidents

and the superintendent. The perceptions superintendents have of themselves and their job performance were less than those of the boards. In a good working relationship, each participant should know where they stand with the other participants. On some issues this did not occur. Perhaps a better evaluation system could be used to improve this communication void. A retreat with the board members and superintendents designed to give a fair and relaxed process of interaction between groups could and should be arranged to open lines of communication to define and clarify issues and to determine priorities.

Areas that the study did not address at this time were the listing of competencies and the ranking of competencies by the three groups. The influences of demographics such as school population of each district, or the length of current sharing agreements, etc. should be examined before sharing. Other groups that could be included in a follow-up study would be the principals, or board secretaries, and how the sharing has affected their job functions. The possibilities are unlimited; one could even study the perceptions of town mayors or the district staff members for their reactions to sharing.



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## APPENDICES

## Appendix A

Table A.1: Mean Table, means for each group for each question in the survey

Question Number Board	Column 1 Superintend- dent $\bar{X}_1$	Column 2 Selling Board Member $\bar{X}_2$	Column 3 Buying Member $\bar{X}_3$
1	3.9574	4.0256	3.6129
2	2.8936	2.9487	3.0968
3	2.4043	2.8462	2.4194
4	3.5319	3.3590	3.4516
5	3.9362	2.7692	3.1290
6	1.9149	3.0000	2.9355
7	4.3830	3.3077	3.2258
8	3.7660	2.4872	2.7419
9	3.8936	3.2051	3.4194
10	2.0638	2.2564	2.4516
11	2.4681	2.7179	3.1290
12	2.4894	2.8462	3.1935
13	3.5319	2.7179	2.3871
14	2.6809	1.9231	2.2258
15	4.0213	3.8462	3.6129
16	3.7660	3.3846	3.0645
17	3.3830	3.4103	3.0000
18	2.7021	2.9487	3.2581

(table continues)

19	4.6596	4.3077	4.0323
20	4.0638	3.0256	2.8387
21	3.4043	3.9744	3.9032
22	3.4468	3.8462	3.7742
23	3.1702	3.7949	3.6129
24	3.9149	4.0513	3.6452
25	2.4681	3.0000	2.9032
26	2.2340	2.1282	2.0645
27	3.5957	3.8718	3.8387
28	2.7660	3.0000	2.5806
29	3.6809	3.7179	3.4839

## Appendix B

Table for Homogeneity of Variance, F max

$$F \text{ max} = \frac{\text{Larger Variance}}{\text{Smaller Variance}}$$

Critical Value of F=1.85

Item Number	Larger Variance	Smaller Variance	F max Value
1	1.433	1.078	1.329
2	1.824	1.471	1.240
3	1.768	1.318	1.341
4	2.026	1.189	1.703
5	1.516	.887	1.709
6	.662	.526	1.258
7	1.166	.633	1.843
8	1.314	.680	1.933*
9	1.220	.918	1.329
10	1.056	.775	1.363
11	.916	.629	1.457
12	.961	.555	1.733
13	1.103	.712	1.549
14	1.135	.757	1.499
15	1.312	.891	1.473
16	1.296	1.140	1.137
17	1.068	.667	1.601
18	.629	.531	1.184

(table continues)



19	.566	.229	2.465*
20	1.191	1.006	1.184
21	.811	.552	1.470
22	.948	.581	1.695
23	.970	.778	1.247
24	.839	.503	1.668
25	1.157	1.105	1.047
26	.536	.396	1.354
27	1.273	1.072	1.187
28	1.421	.852	1.669
29	1.352	.945	1.432

\*Two items that were found to not be homogenous were  
above the F max critical value.

## Appendix C

Items That Were Found to BeSignificant at the .05 Level Tukeys Test

$O_p = 2.82$

X1 = mean of superintendents

X2 = mean of selling board presidents

X3 = mean of buying board presidents

s. = significant

n.s. = not significant

Item Number	$\bar{X}_1 - \bar{X}_2$	$\bar{X}_1 - \bar{X}_3$	$\bar{X}_2 - \bar{X}_3$
5	10.087 (s)	6.645 (s)	2.806 (ns)
6	13.273 (s)	11.889 (s)	.712 (ns)
7	10.500 (s)	10.761 (s)	.723 (ns)
8	11.437 (s)	8.997 (s)	1.795 (ns)
9	6.489 (s)	4.256 (s)	1.825 (ns)
11	2.747 (ns)	6.921 (s)	4.078 (s)
12	4.009 (ns)	7.534 (s)	3.352 (s)
13	7.652 (s)	10.248 (s)	2.805 (ns)
14	7.077 (s)	4.050 (s)	2.550 (ns)
18	2.968 (ns)	6.374 (s)	3.360 (s)
19	5.039 (s)	8.554 (s)	3.358 (s)

(table continues)

20	9.087 (s)	10.212 (s)	1.476 (ns)
21	6.433 (s)	5.361 (s)	.725 (ns)
23	6.175 (s)	4.167 (s)	1.623 (ns)



Iowa Association of  
School Boards  
Commerce Exchange Building #927  
Fifth Avenue  
Des Moines, Iowa 50309-2316  
Phone: 515-288-1991

IASB

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March 30, 1990

TO: Selected Iowa School Board Presidents

You have received a survey form from Alan L. Meyer, Superintendent, Crestland/Schaller Community School Districts, asking your "Perception of the Shared Superintendency". I have carefully reviewed this questionnaire, and I believe the results will provide very useful information. The information derived from this survey will help other school boards and superintendents as they consider a shared superintendency.

I urge you to take a few minutes to complete the survey form. By doing so, you will provide additional information on an important education issue.

Sincerely,

T. E. Davidson  
Executive Director

TED/mw

**school administrators of iowa**

REGENCY WEST 5, SUITE 140  
4500 WESTOWN PARKWAY  
P.O. BOX 65578  
WEST DES MOINES, IOWA 50265-0578  
PHONE: (515) 224-3370  
FAX: (515) 224-3372

April, 1990

Fellow Administrators:

Enclosed is a questionnaire to survey selected Iowa administrators regarding their perceptions of the shared superintendency. We believe the information collected by this study will be of benefit to all administrators--especially to those districts involved in some type of sharing program.

We urge you to give serious consideration to completing this survey form.

Thank you very much for your help.

Respectfully,

A handwritten signature in cursive script that reads 'Gaylord Tryon'.

Gaylord Tryon, Ph.D.  
Executive Director

GT:par  
Enclosure

# Schaller/Crestland Community Schools

Serving the Communities of Nemaha, Early and Schaller<sup>81</sup>  
Sharing for Excellence in Education

**Schaller Office** - 712-275-4267  
300 S. Berwick - Schaller, Iowa 51053

Supt.  
Alan L. Meyer

**Early Office** - 712-273-5185  
310 W. Main - Early, Iowa 50535

April 4, 1990

To: Shared Superintendents and Board Presidents

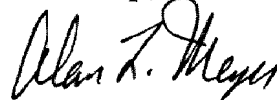
I am conducting a research project as part of a requirement by Drake University for the Doctorial Degree Program.

As a practicing shared Superintendent, I have considerable interest in the concept, its workings and its perceptions by the Superintendent and the Board members who work with a shared Superintendent.

I would appreciate it if you would take the few minutes necessary to fill out the enclosed survey instrument, place it in the stamped self addressed envelope and return it within two days of receiving it.

Thank you for your time and input.

Sincerely,



Alan L. Meyer  
Superintendent of Schools  
Schaller/Crestland Comm. Schools  
Schaller, Iowa 51053  
Early, Iowa 50535

Jim Taylor, Prin.  
310 W. Main  
Early, Iowa 50535  
712-273-5185

Dave Kwikkel, Prin.  
300 S. Berwick  
Schaller, Iowa 51053  
712-275-4267

Phyllis Munster, Prin.  
300 S. Berwick  
Schaller, Iowa 51053  
712-275-4267

## DRAKE UNIVERSITY

**Perceptions of the Shared Superintendency**

**DIRECTIONS:** This instrument is designed to identify the areas of strengths or weaknesses of the shared superintendency as perceived by board members and superintendents involved in the shared superintendency. Please read each item. Determine what you feel best describes your level of agreement or disagreement with each item and check the appropriate box.

<b>RESPONSE KEY:</b>	<b>SA = Strongly Agree</b> with the item
	<b>A = Agree</b> in general with the item
	<b>N = Neutral</b> cannot agree or disagree with item
	<b>D = Disagree</b> in general with the item
	<b>SD = Strongly Disagree</b> with the item

**Please select the appropriate box that best describes your attitude about the item.**

- |  |                          |                          |                          |                          |                          |
|--|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| 1. A highly important reason for entering into the shared superintendency was the financial incentive provided by the state.                               | <b>SA</b>                | <b>A</b>                 | <b>N</b>                 | <b>D</b>                 | <b>SD</b>                |
|  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 2. A highly important reason for entering into the shared superintendency was the new state standard that prohibits superintendent-principal combinations. | <b>SA</b>                | <b>A</b>                 | <b>N</b>                 | <b>D</b>                 | <b>SD</b>                |
|  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 3. It is unlikely that the shared superintendency will lead to whole grade sharing with the other district(s).   | <b>SA</b>                | <b>A</b>                 | <b>N</b>                 | <b>D</b>                 | <b>SD</b>                |
|  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 4. It's highly probable that the shared superintendency will lead to consolidation or reorganization with the other district(s).                           | <b>SA</b>                | <b>A</b>                 | <b>N</b>                 | <b>D</b>                 | <b>SD</b>                |
|  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 5. Sharing a superintendent reduces the effectiveness of the superintendent as a community advocate or spokesperson for more than one community.           | <b>SA</b>                | <b>A</b>                 | <b>N</b>                 | <b>D</b>                 | <b>SD</b>                |
|  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 6. The superintendent's role and responsibility as instructional leader (improving teaching) has improved as a result of the shared superintendency.       | <b>SA</b>                | <b>A</b>                 | <b>N</b>                 | <b>D</b>                 | <b>SD</b>                |
|  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 7. The shared superintendent spends more time with duplicate paperwork, meetings, community activities and traveling and less time on educational matters. | <b>SA</b>                | <b>A</b>                 | <b>N</b>                 | <b>D</b>                 | <b>SD</b>                |
|  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 8. The shared superintendent does not maintain as close a relationship as before sharing with the original school district board of employment.            | <b>SA</b>                | <b>A</b>                 | <b>N</b>                 | <b>D</b>                 | <b>SD</b>                |
|  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 9. The shared superintendent serves as a "mediator" of the two or more districts considering whole grade sharing talks or agreements.                      | <b>SA</b>                | <b>A</b>                 | <b>N</b>                 | <b>D</b>                 | <b>SD</b>                |
|  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 10. Board and community expectations of a shared superintendent are less than those of a superintendent of a non-sharing district.                         | <b>SA</b>                | <b>A</b>                 | <b>N</b>                 | <b>D</b>                 | <b>SD</b>                |
|  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 11. Trust between the superintendent and board is stronger now <u>after</u> sharing than it was <u>before</u> sharing.                                     | <b>SA</b>                | <b>A</b>                 | <b>N</b>                 | <b>D</b>                 | <b>SD</b>                |
|  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 12. Understanding and communication between board and superintendent has improved since sharing went into effect.  | <b>SA</b>                | <b>A</b>                 | <b>N</b>                 | <b>D</b>                 | <b>SD</b>                |
|  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 13. Working relationships between the superintendent and the board are more strained with a shared superintendent arrangement.                             | <b>SA</b>                | <b>A</b>                 | <b>N</b>                 | <b>D</b>                 | <b>SD</b>                |
|  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 14. Our board feels that the shared superintendent favors one district more over the other(s).   | <b>SA</b>                | <b>A</b>                 | <b>N</b>                 | <b>D</b>                 | <b>SD</b>                |
|  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 15. There is a need for board policies to be similar among districts if a shared superintendent is to be successful.                                       | <b>SA</b>                | <b>A</b>                 | <b>N</b>                 | <b>D</b>                 | <b>SD</b>                |
|  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 16. Sharp differences between the districts' master contracts with employees can lead to difficulty for the shared superintendent.                         | <b>SA</b>                | <b>A</b>                 | <b>N</b>                 | <b>D</b>                 | <b>SD</b>                |
|  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 17. There was strong support initially from each community to enter into a shared superintendency agreement.   | <b>SA</b>                | <b>A</b>                 | <b>N</b>                 | <b>D</b>                 | <b>SD</b>                |
|  | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

- |   |                          |                          |                          |                          |                          |
|---|--------------------------|--------------------------|--------------------------|--------------------------|--------------------------|
| 18. The performance evaluation of our shared superintendent has improved since entering into the shared superintendency.  | SA                       | A                        | N                        | D                        | SD                       |
|   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 19. The work load of the superintendent increased significantly after becoming a shared superintendent.   | SA                       | A                        | N                        | D                        | SD                       |
|   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 20. Compensation for the shared superintendent does not make up for the additional duties required with two or more districts.                                    | SA                       | A                        | N                        | D                        | SD                       |
|   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 21. Interactions and communication between board members and the shared superintendent occur often enough for efficiency and effectiveness.                       | SA                       | A                        | N                        | D                        | SD                       |
|   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 22. Up-to-date information about the instructional program is regularly made available by the shared superintendent.  | SA                       | A                        | N                        | D                        | SD                       |
|   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 23. When asked to take a position that is controversial among the board(s), the shared superintendent is able to do so without distrust and animosity.            | SA                       | A                        | N                        | D                        | SD                       |
|   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 24. The key figure in the organizational structure of a school system is the superintendent, even more so in a shared administrative arrangement.                 | SA                       | A                        | N                        | D                        | SD                       |
|   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 25. Compatibility and strong similarities among communities are <u>not</u> necessary if a shared superintendent is to be successful.                              | SA                       | A                        | N                        | D                        | SD                       |
|   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 26. Sharing of the superintendency is less likely to be successful if preceded by other sharing agreements.   | SA                       | A                        | N                        | D                        | SD                       |
|   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 27. The current working relationship between the superintendent and the board(s) is excellent and no problems of consequence exist.                               | SA                       | A                        | N                        | D                        | SD                       |
|   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 28. A highly important reason for a superintendent to enter into a shared position is the financial reward.   | SA                       | A                        | N                        | D                        | SD                       |
|   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 29. A major deterrent to superintendents for assuming the role of a shared administrator is the challenge and difficulty of the job.                              | SA                       | A                        | N                        | D                        | SD                       |
|   | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| 30. Please rank in order the following competencies regarding the superintendent's job functions. Rank in order of 1 as most important and 11 as least important. |                          |                          |                          |                          |                          |

- |                          |   |
|--------------------------|---|
| <input type="checkbox"/> | Ensuring district compliance with State and Federal regulations |
| <input type="checkbox"/> | Professional growth   |
| <input type="checkbox"/> | Interpret, review and revise board policy                       |
| <input type="checkbox"/> | Communication with staff  |
| <input type="checkbox"/> | Selection of educational priorities                             |
| <input type="checkbox"/> | Selection of district priorities                                |
| <input type="checkbox"/> | Communication with board  |
| <input type="checkbox"/> | Facilities management   |
| <input type="checkbox"/> | Maintain confidentiality of discussions with respective board   |
| <input type="checkbox"/> | Communication with community                                    |
| <input type="checkbox"/> | Appropriate use of district funds and resources                 |

**Please check or fill out the following demographic information accurately. Thank you for your time and input for this survey. It is appreciated.**

- ☐ Board member of district that holds original contract of superintendent
- ☐ Board member of district that is purchasing services of superintendent
- ☐ Shared superintendent

District enrollment (estimate): \_\_\_\_\_

Combined enrollment of districts sharing superintendent (estimate): \_\_\_\_\_

Number of years in a shared superintendent agreement: \_\_\_\_\_

Number of years superintendent served in one of our districts before being shared: \_\_\_\_\_

- ☐ The district I represent intends to enter into whole grade sharing with the district(s) we currently share the superintendent with.
- ☐ I favor consolidation as soon as possible.